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The ADMINISTRATIVE BULLETIN



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THE ADMINISTRATIVE BULLETIN

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THIS MATERIAL IS NOT FOR PUBLICATION.

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January, 1932

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Washington, D. C.

Personnel a Major Problem of Government

By
Jessie Dell, Commissioner,
U. S. Civil Service Commission.

Whether we have good government or bad government depends upon the kind of men and women we elect or appoint to positions of government, for human beings, honest, unselfish, and efficient, or dishonest, selfish, or incompetent, must make our laws, interpret our laws, and administer our laws. In the final analysis, the taxpayers, the voters, determine whether they are to have good government or bad government by electing or appointing the right or the wrong kind of men and women to public offices, whether the office be that of President of the United States, governor of a State, member of a legislative body, clerk in a government bureau, or scrubwoman in a government building. More and more government becomes a matter of administration. More and more legislative bodies seek the advice and counsel of competent administrators in the executive branch when considering the advisability or inadvisability of laws for our governance. I do not mean that the legislative arm does not and should not serve as a guide and balance to administration. I do mean that scientific management of public affairs, the business side of government, is receiving and should receive increasing attention. Personnel in the executive branch becomes then a factor of first importance.

There is no essential difference in the purpose of administration of Federal, State and city governments. The basic problems are the same in all - problems that have to do with personal initiative, individual competence and integrity, management, leadership and the like.

I think I may say that the same dignity and seriousness of purpose do not attach to most public administrative offices in the United States that are found in some of the governments of Europe. In the United States few of our young men and women deliberately train for government administration, while the English universities, for example, regularly send new workers to the national departments, and the service is strengthened by some of the best of each graduating class.

Private business is vitally concerned in government, and government must of necessity be concerned in private business. Any lack of full efficiency in government offices or establishments must affect private industry. I believe that in most instances private business can be conducted more economically than can public business. For this reason I am opposed to government operation of business enterprises when such operation can be avoided. President Hoover recently expressed himself clearly on this point. "I have never believed," he said, "that our form of government could satisfactorily solve economic problems by direct action - could successfully conduct business institutions. The Government can and must cure abuses. What

Good government depends on good executives

Government should encourage private enterprises

the Government can do best is to encourage and assist in the creation and development of institutions controlled by our citizens and evolved by themselves from their own needs and their own experience and directed in a sense of trusteeship of public interest. Without intrusion the Government can sometimes give leadership and serve to bring together divergent elements and secure cooperation in development of ideas, measures, and institutions. That is a reinforcement of our individualism. It does not cripple the initiative and enterprise of our people by the substitution of government."

This thought of the President's carries with it the further thought of the vital necessity of placing in positions of government those who are qualified to encourage, to assist, and to guide. Personnel, then, is a major problem.

I have said that I believe that private business generally can be conducted more economically than can public business. All of us regret at times the slow-moving nature of government operations. But checks and balances are necessary to protect the rights and property of the whole people.

It is a mistake, though, to suppose that all government business is less efficient than all private business, just as it is a mistake to expect all government business to be transacted as efficiently and as expeditiously as the best-managed private business. A certain amount of so-called red tape is necessary in the transaction of public business because it is public business. If you are running a shop of your own you will run it pretty much to suit yourself. You will keep your books on your telephone pad if you want to. The profits or losses are your concern and not your neighbor's. But if you are chairman of the board of directors of a corporation operating a country-wide chain of shops, you will see to it that no shareholder has an opportunity to charge you with dishonesty or mismanagement. You will have it all down in black and white and you will have checks on your subordinates all along the line, and you will insist upon a lot of system and formality. Legislative bodies, the boards of directors for the vast number of shareholders in public business, specify on the statute books, and properly so, guides to the transaction of public business, in order that the interests of the shareholders may be conserved. This makes for red tape. The big corporations have almost, if not quite, as much.

Government has not the money profit incentive, nor is it affected by competition. Incentive to general efficiency in government must be sought elsewhere than in profit. Upon the part of the individual it must be in a feeling of the honor of a public trust, in the nobility of public service. Thus we come back again to the question of the selection of the right kind of men and women for public office, and thus we return to the duty of voters and taxpayers in the election and selection of their public officials.

Back in 1883 the Federal civil service law was passed. It was intended to cure in part the evils traceable to the spoils system in the Federal service. Ten States have since passed laws providing for competitive examinations for the appointment of State employees, and approximately 300 cities, including most of the larger ones in the United States, have adopted the system, completely or partially. The Federal civil employment policy is not perfect, and the full possibilities of the merit system have not been attained in the National Government. But there is ample evidence to prove to those who care to take the trouble to investigate that 48 years of Federal employment through open competitive examinations has demonstrated that the system is the most economical and equitable government employment plan that has yet been devised.

A weakness of the Federal employment system is that so many of the higher positions are still linked with politics, whereas they might well be included in the competitive classified service and could be held out as rewards for efficient service in the lower levels.

Take postmaster positions for example. As you know, the Civil Service Commission now holds examinations for postmasterships at first, second and third class offices under an Executive order. These positions are not in the classified service. All ratings are made impartially. The Commission does not permit reports of its investigators to include any evidence which might afford even a suggestion of the political affiliation or religious belief of a candidate.

The experience and observation of the Civil Service Commission have convinced it that its postmaster examinations are serving a good purpose by weeding out the unworthy and the unqualified. Standards of postmasterships have been raised. The Commission certifies only those who are deemed eligible. The full possibilities of open competition for postmasterships can not be realized, however, until the four-year tenure law is repealed and appointments are made strictly on a merit basis. Such a change would encourage much wider competition.

There is today no such profession or career as that of trained postmaster, collector of customs or internal revenue, or the like. Why should there not be? Is the Post Office Department, for example, anything but a large business institution the chief object of which is to collect, transport, and distribute the mails satisfactorily at the lowest possible rates? Why should there not be a profession of postmaster which might be learned by schooling in the post-office business, just as there is a profession of freight traffic manager which is learned by schooling in the railroad business?

The value of experience is realized today as never before. The first question that the job seeker in private industry is asked is this - What experience have you had? The element of experience is also a weighty

Experience
Important
Factor in
Selecting
Personnel

factor in many civil service examinations and the higher the grade of the position the more experience and the more responsible experience the applicant is required to have had in order to qualify. Under the four-year tenure law applying to postmasterships, the valuable experience gained in meeting the actual problems of the job over a period of four years is lost every time a change in postmasters occurs. The inclusion of postmaster positions in the classified service would insure the continuance in office of efficient postmasters who had proved their worth.

Another thought that occurs to me in this connection is that even though two equally competent postmasters were secured as the result of two examinations for the same office the final analysis would still show the loss of four years' valuable experience in the first instance and there would also be a duplication of effort and expense in the selection that could have been obviated. And of course under the four-year tenure law this goes on and on indefinitely.

While discussing this very matter of postmasterships and the advisability of including certain other responsible positions in the classified service, I have heard of the objection raised that a Federal employee with a classified status can not be discharged from office, no matter how inefficient or unsuitable he may be, unless he commits a crime or his conduct is outrageous. This impression is not correct. The civil service rules contain adequate provision for the removal of any employee whose retention is not in the interest of the Government, whether because of inefficiency or for any other reason. There is the further safeguard of a six months' probationary period following appointment during which the new employee is made to understand that his retention at the end of that period depends entirely upon his own conduct.

The comparatively small number of removals in the Federal service is not to be ascribed to any deficiency in the law but to the precautions that are taken in the very beginning to guard against the entrance into the service of persons who are not likely to prove honest and efficient in their contribution to the conduct of the public business.

What I have said of the Postal Service applies with equal force to the Customs Service, the Internal Revenue Service, and many other branches of the Government, for each of these is naught but a big business enterprise to which business principles can and should be applied.

---PBA---

"Not until thirty-seven years ago did the world discover the importance of the second. The world became a better place in which to live precisely as it learned to measure time. No matter whether time was measured because it was valuable or became valuable because it was measured. Only the unimportant are ever late for an appointment."

 ---Herbert Corey

"The Expense Dollar"

By

R. Connor, Business Manager,
Plant Quarantine and Control Administration.

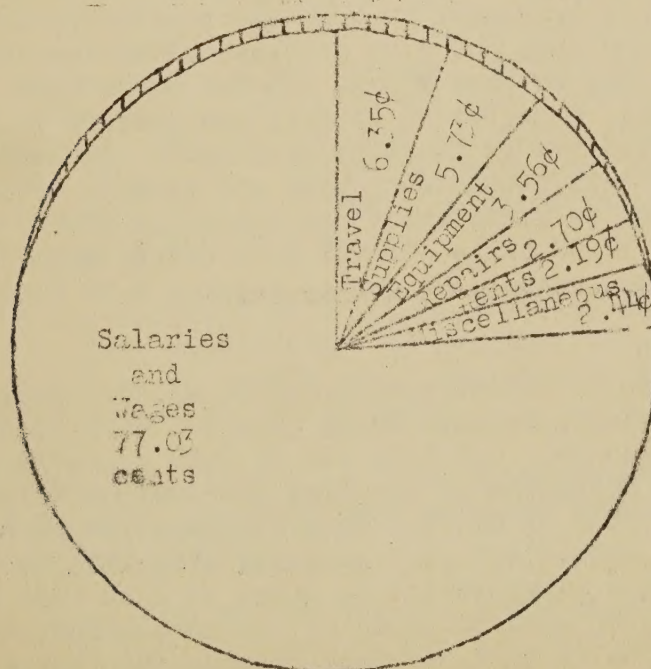
"The basic policy of the Department is to insure value received to the taxpayers for every dollar spent for Federal activities." This principle is set forth in a recent Annual Report of the Secretary of Agriculture, and re-emphasized by W. A. Jump, Assistant Director of Personnel and Business Administration and Budget Officer, in an article in the November, 1931, issue of the Administrative Bulletin, entitled "Do We Spend the Taxpayer's Money Wisely?" At the present time, more than ever before, is this objective ascendant in the minds of legislators, administrators and the general public, because in the face of severe stringency in Government finances, the work of the Department must be conducted with reduced funds during the current fiscal year, and even with further reduced funds during the forthcoming fiscal year.

An analysis of the expense dollar of most projects will show that a large part of that dollar goes for the payment of salaries and wages.

Most Money
Expended on
Personnel

A striking manner of presenting such an analysis is to show by component parts of the expense dollar how many cents in each dollar are expended for salaries and wages, travel, supplies, equipment, rents, repairs, and miscellaneous items as follows:

Hypothetical Example



In such a case as this it will be seen that the item of "salaries and wages" is potentially the most productive field for intensive study and application, in an effort to get the utmost value and effectiveness from each dollar expended. Travel expenditures should be and are given

careful consideration and effective control. Purchases of supplies and equipment are given unusual scrutiny and attention not only in the Department but in the General Accounting Office. Rents deserve careful consideration, particularly now, to see that rates paid are consonant with the present condition of the realty situation and the present purchasing value of the dollar; particularly as the option to renew a lease at a 1929 or earlier rate may not in fact now be a valuable right. However, it will be readily seen from the foregoing illustration that the "salaries and wages" part of the expense dollar is not only much larger than any other single item, but is considerably larger than all the other expense items put together.

The personnel situation in the District of Columbia has been given comprehensive attention, and is under constant survey and adjustment by the various Departmental and extra-departmental agencies. But the field service is not so closely supervised and controlled by these agencies, and this branch of the service particularly must necessarily receive a large share of field and staff administrative attention in securing the fullest possible effectiveness and value for every dollar spent for salaries and wages.

Sometimes an administrator who is proficient in the handling of personnel does not receive his fair share of recognition and appreciation in getting the most out of the expense dollar.

Efficient Personnel
Management Valuable
But Little Recognized

Another, not so proficient in handling personnel, may be unusually business-like and economical in making purchases and handling other details.

Take this situation: Smith is leader of Project A; Jones is leader of Project B. Smith is particularly efficient and interested in his personnel problem and concentrates on it, but is not so economical and does not give as close attention to purchases of supplies and materials as does Jones. On the other hand, Jones is meticulously careful, a master of detail, and prudent in making purchases; but is 10% less effective in handling personnel. In handling other items, for the purpose of this comparison, they are equally effective. The expense dollar of each is being spent approximately alike, as follows: salaries and wages 77.03 cents, travel 6.35 cents, supplies 5.73 cents, equipment 3.56 cents, rents 2.19 cents, repairs 2.70 cents, and miscellaneous 2.44 cents.

Smith, the more effective handler of personnel, gets the most value from his expense dollar; because Jones gets 10% of 77.03 cents, or 7.703 cents less from personnel, and only 10% of 9.29 cents, or 0.929 cents more than Smith in purchases of supplies and equipment, or a differential of 6.774 cents in favor of Smith. This illustration is not to be taken to mean that Smith should not give adequate attention to effectiveness in his purchases; the illustration is given to show that from appearances Jones might by some be considered to be the more effective administrator, whereas in fact Smith is more effective because his intensive attention

has been given to and has secured more value from the largest and most inviting part of the expense dollar, viz., "salaries and wages." Furthermore, the effective handling of travel expenses, a large item of expense, is closely tied up with the handling of personnel; and undoubtedly Smith would accordingly get more value from the travel part of his expense collar than would Jones.

Volumes have been written on the selection, training, morale, psychology, etc., of personnel and its administration. In the final analysis, the planning, placement and pressure for effectiveness and efficiency must come from the top down, and not from the bottom up. Furthermore, too much reliance must not be placed on "paper administration" through reports, correspondence, etc.; but constant supervision and contact with the personnel, especially the mobile field workers, should be given by the various field and staff administrators to the highest degree practicable.

---PBA---

If I swing my chair half around as I sit at my desk I can look out my office window at a new apartment house rising a block away. Off and on for two weeks I have watched it grow. Where there was only empty space a day or so ago, there is today a framework of naked girders. Where there were girders yesterday I see a solid wall today. Sure-footed workers move about, each engaged in his special task.

Each of those men knows his job and how to do it. And yet, no one of them alone could build an apartment house. Nor could all of them together, if you were to summon them to a vacant lot and say to them, "You men have built many apartment houses. Build one here." They would not know how to begin, or where, because, before an apartment house, or a bridge, or a highway can be built there must be a plan. Surveyors--must go before, sighting through instruments, driving stakes along imaginary lines. Engineers, draftsmen, builders, must draw up plans. The whole structure must be built in imagination before a single steam shovel lumbers onto the ground.

Construction is the business of building, but, after all, it is little different from other businesses. We are all trying to build something. And to build it we need a plan, just as the constructor does. We must visualize what we are trying to build.

Too many of us, I'm afraid, try to worry along without a plan, vaguely hoping that our business will just grow and that the resulting structure will be firm and enduring.

Many of us are willing to try to live in a business like that although we would not feel safe on the sidewalk in front of an apartment house erected on the same formula.

Personnel Training In The Customs Service

By
Captain F. K. A. Eble,
United States Commissioner of Customs.

The Customs Service is one of the oldest institutions in the Federal Government. It was established in July 1789, and our officers have served the Government and the public for over one hundred and forty years. The act creating the Customs Service was among the first laws passed by the Congress. It gave the President authority to create certain Customs districts. The Customs Service, as you see, began functioning immediately - even before Congress authorized the establishment of a Treasury Department.

At present, there are over 10,000 employees in the United States Customs Service, scattered from Maine to Hawaii, and from the Virgin Islands to Alaska. United States Customs officers are also stationed in Europe and the Orient.

To the end of improving and making more efficient the Customs Service, there was recommended, in a special report to the Secretary of the Treasury, dated February 1, 1930, the establishment of a school of instruction for Customs officers. Briefly, the report suggested that a Customs Service Academy be established at some central eastern port such as Baltimore. The idea of a Customs academy is not original with the Treasury Department. Many governments of the Old World have for years maintained customs training schools in the same patriotic spirit as they have their army and navy schools. An outstanding example is the Chinese Customs Academy which has been in existence for over thirty years.

The report recommended that the school be under the direction of a superintendent, assisted by a corps of instructors; that candidates be between the ages of 21 and 35 and be selected by competitive examinations held in each of the states and territories of the Union and limited to employees of the Customs Service who had served not less than a year. It was planned to have these examinations held by the Civil Service Commission under such rules and regulations as the Secretary might prescribe.

It was recommended that the course of instruction cover a period of two years and that the number of appointments to be made each year of candidates who successfully passed the examinations depend upon the needs of the Service. It was proposed that students be on a pay basis, with a salary of not less than \$1800 per annum, and provisions were to be made in the school building for classrooms, lecture rooms, laboratory, mess room, sleeping quarters, and a dispensary where medical attention might be received.

In order to raise the standard of efficiency of Inspectors of Customs, it was recommended that graduates of the proposed school be assigned to fill vacancies in the Inspector force throughout the Customs Service, preference in assignments to be given the Port of New York, except that the ten highest or honor graduates each year be permitted to select a position as Customs Agent in the Customs Agency Service, or as Examiner on the Appraiser's force - five such vacancies to be set aside in each branch every year. Under this arrangement, the Service would be furnished with not less than 52 additional Inspectors of Customs the first year after the school was started, and 104 the second year.

The position of Inspector of Customs, especially that of Baggage Inspector, is a very important one. These Inspectors are what might be termed in military parlance our "shock troops". It is they who meet the traveler upon his arrival at a port of entry. The Inspector must examine all baggage brought into the country, and he must also determine in connection therewith whether all requirements of the law have been fulfilled. In the performance of this duty he is required to exercise extreme care and tact. It is also his duty to prevent, so far as he possibly can, the smuggling of contraband or the illegal importation of merchandise into the United States.

It was recommended that vacancies in the higher positions in the Customs Service, such as Assistant Collector, Acting Appraiser, Assistant Appraiser, Examiner, etc., so far as possible, be filled from the ranks of Inspectors, preference to be given to graduates of the school and to those who had served an apprenticeship as Inspector. It was proposed that a register of Customs Inspectors (graduates of the school) be established and maintained in the Bureau of Customs in Washington, showing the numerical rating based on efficiency, and the classification rating based on longevity of service.

Unfortunately, with the advent of the world-wide economic crisis and the resultant falling off of Customs revenue, it became necessary to abandon temporarily (in the interest of economy and retrenchment in expenditures) the establishment of the proposed Customs Service Academy. However, with the resumption of normal business conditions and increased revenue, it is planned to make another effort to establish this academy.

In the meantime, local schools of instruction have been inaugurated in the various collection districts by the several Collectors. The largest one, naturally, is at our largest port - New York, where there are at present employed 536 Inspectors of Customs and 623 Customs Guards.

The United States Customs School at New York functions under the immediate direction of an experienced veteran Inspector who conducts classes several times each week in well-equipped classrooms in the Customhouse. The students follow a prescribed curriculum covering all phases of customs procedure and are furnished with mimeographed text books covering each course. These texts are replete with diagrams and forms, and they supply the student with all information he is required to have.

This school has met with marked success and is exceedingly popular with the men. It has proved most helpful in familiarizing the Inspectors and Guards with the multiplicity of their duties, and is an invaluable asset to the Collector and his assistants in carrying on efficiently the enormous detail work of the mighty Port of New York.

Another successful Customs school of instruction is maintained at the Port of Baltimore, under the direction of the Supervising Customs Agent. To this school are sent all men entering the important investigative branch of the Customs Service, formerly known as the Customs School at Baltimore Special Agency Service and now known as the Customs Agency Service. This school is particularly designed for training Customs Agents destined for our foreign service.

The Customs Agency Service maintains offices in London, Berlin, Paris, Milan, Prague, The Hague, Kobe, and Shanghai. Those offices are in charge of an official known as a Treasury Attache, who has under his supervision a corps of investigators known as Treasury Representatives. Customs Foreign Service Their work of establishing foreign market values of merchandise exported to the United States is most intricate and exacting. It is highly essential that men entering this field should not only have a thorough working knowledge of the language of the country to which they are assigned, but should be well grounded in customs routine and procedure. To accomplish this, they are required to complete the course at the Baltimore school and to pass a difficult examination before being assigned to their foreign posts.

In conjunction with the Baltimore school there is also maintained at the Port of Norfolk, Virginia, under the direction of the Collector, a course of instruction, the primary purpose of which is to familiarize new appointees in the Customs Agency Service and in the Bureau of Customs in Washington with the fundamentals of customhouse procedure. The Port of Norfolk is ideal for this purpose inasmuch as every phase of customs routine is handled in its customhouse; and it has the added advantage of being not so large that a student becomes confused or lost in its ramifications. Course of Instruction at Norfolk

At Norfolk the student begins his course of instruction "at the beginning," as it were. His first few days are spent on the boat of the Boarding Inspector, who is the first Customs officer to contact the imported merchandise. He then follows this merchandise right through the channels of Customs until it is eventually released from Customs supervision and goes into consumption. In this way the novice obtains a complete picture of all phases of handling imported merchandise.

It has been the practice of the Bureau of Customs to give the benefit of the Norfolk course to a selected few of the new appointees in the Bureau in Washington, and also to some of the older Bureau employees who have not had the benefit of field training. The employees Training Bureau Personnel have manifested a genuine interest in the instruction offered, and the results have been exceedingly gratifying.

Until such time as economic conditions resume a normal level and the proposed Customs Service Academy is established, it is planned to inaugurate a correspondence school in which all Customs employees will be permitted to enroll. The course will be patterned more or less after the successful correspondence courses maintained by the Army for its enlisted personnel. Texts will be prepared and problems submitted to the student, which will be worked out and returned to the director of the correspondence school for correction. Examinations will be held from time to time, and graduates of the school will be given a certificate of graduation, together with appropriate credit. In filling vacancies in the higher grades of the Service, first consideration will be given graduates of the correspondence school.

The Commissioner of Customs, who is the administrative head of the Service, and a force of about 200 attorneys and clerks, comprise the Bureau of Customs in Washington which directs the operations of the field. The Bureau is composed of three major units, viz., Administrative, Investigative and Legal. The first two are in charge of Deputy Commissioners, while the latter is directed by a General Counsel. The Legal Unit, through the Commissioner, renders opinions on numerous involved and intricate tariff problems, and its decisions, although frequently appealed to the United States courts, are usually sustained after being litigated.

NEW AND USEFUL DEVICES

The Plant Quarantine and Control Administration, according to Mr. Bernard Connor, Business Manager for this Bureau, is using cellophane envelopes to enclose their transportation identification cards, Department of Agriculture identification cards and special photographic identification cards for inspectors. This system is economical in that it keeps the cards clean and minimizes the danger of tearing, without destroying the ability to read the cards. Without protection of the cellophane envelope they become quickly soiled and blurred so that they are not readily readable on presentation and thus require many cancellations and the reissuance of new cards to replace the old ones.

-----O-----

A simple but very handy device for use by stenographers has been developed by Mr. F. T. Cabell of the Food and Drug Administration. A piece of soft metal about 9 inches in length and one inch wide is bent at both ends to form an ideal stand for stenographic notebooks. The device is inexpensive and very easy to make, and has solved the problem of keeping the stenographer's notes in a position where they can be readily read.

A Time-Saver In The Library

By
Mary G. Lacy, Librarian,
Bureau of Agricultural Economics.

In the belief that to make information promptly and easily accessible to those to whose work it applies is its primary function, the library of the Bureau of Agricultural Economics has made various adaptations and adjustments--one of which may be of interest to the readers of *The Administrative Bulletin*.

This branch library receives about 1800 periodicals, newspapers, and market news sheets, many of which are circulated to the workers in the Bureau. There is always difficulty in getting them moved promptly enough for them to reach all persons who are to receive them in time to be of use, so that any speeding up of the process of charging and discharging that can be devised is of great importance. One handling has been eliminated by the use of the circulation slips described below.

-----	When a new periodical has been
' BUREAU OF AGRICULTURAL ECONOMICS	received it is entered on the record
' LIBRARY	card which shows in a pre-arranged
'	order the names of the individuals to
' Please Do Not Remove This Slip	whom it is to circulate. This card
'	also bears a short number which is a
' 5th Borrower	symbol of the title of the periodical.
'	Thus the Pacific Rural Press is
' Periodical	designated as P9 which can be much
'	more quickly written than the full
' Date	title. When the periodical has been
'	stamped to show ownership a slip like
' (Loan limited to 2 days)	the one shown to the left is attached.
'	
'	The name of each borrower is
' 4th Borrower	written on the successive segments of
'	the perforated slip in inverse order
' Periodical	with the first name on the bottom
'	slip. The symbol, which stands for
' Date	the title of the periodical, and the
'	number of the issue are written on
' (Loan limited to 2 days)	each slip in the proper place and the
'	date of the operation is stamped on the
'	bottom of 1st borrower's slip only.
' 3rd Borrower	The slip is then creased in the
'	bottom line of perforations and pinned
' Periodical	on the cover and the periodical is
'	ready for the outgoing mail. When
' Date	it is returned this segment of the
'	slip is torn off through the line
' (Loan limited to 2 days)	of perforations and dropped into a
'	waiting tray. The slip is folded
	at the next line of perforations.

----- 2nd Borrower Periodical Date (Loan limited to 2 days) 1st Borrower Periodical Date (Loan limited to 2 days) -----	above the 2nd borrower's name and pinned to the cover page. The date of the operation is stamped on this segment and the periodical dropped into the outgoing mail. After all the returned periodicals have been handled in this way, the assistant arranges the torn off segments of the slip in order by the number symbols and transfers the record of discharges to the permanent card and the yellow segments of the slips go into the waste basket. In this way one handling is eliminated with a resulting speeding up of circulation, and we always have a record of each periodical and know to whom it is charged. It is only by having this record that it is possible to produce a certain issue of a periodical in response to a special request.
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---PBA---

ADDITIONS TO BUSINESS LITERATURE

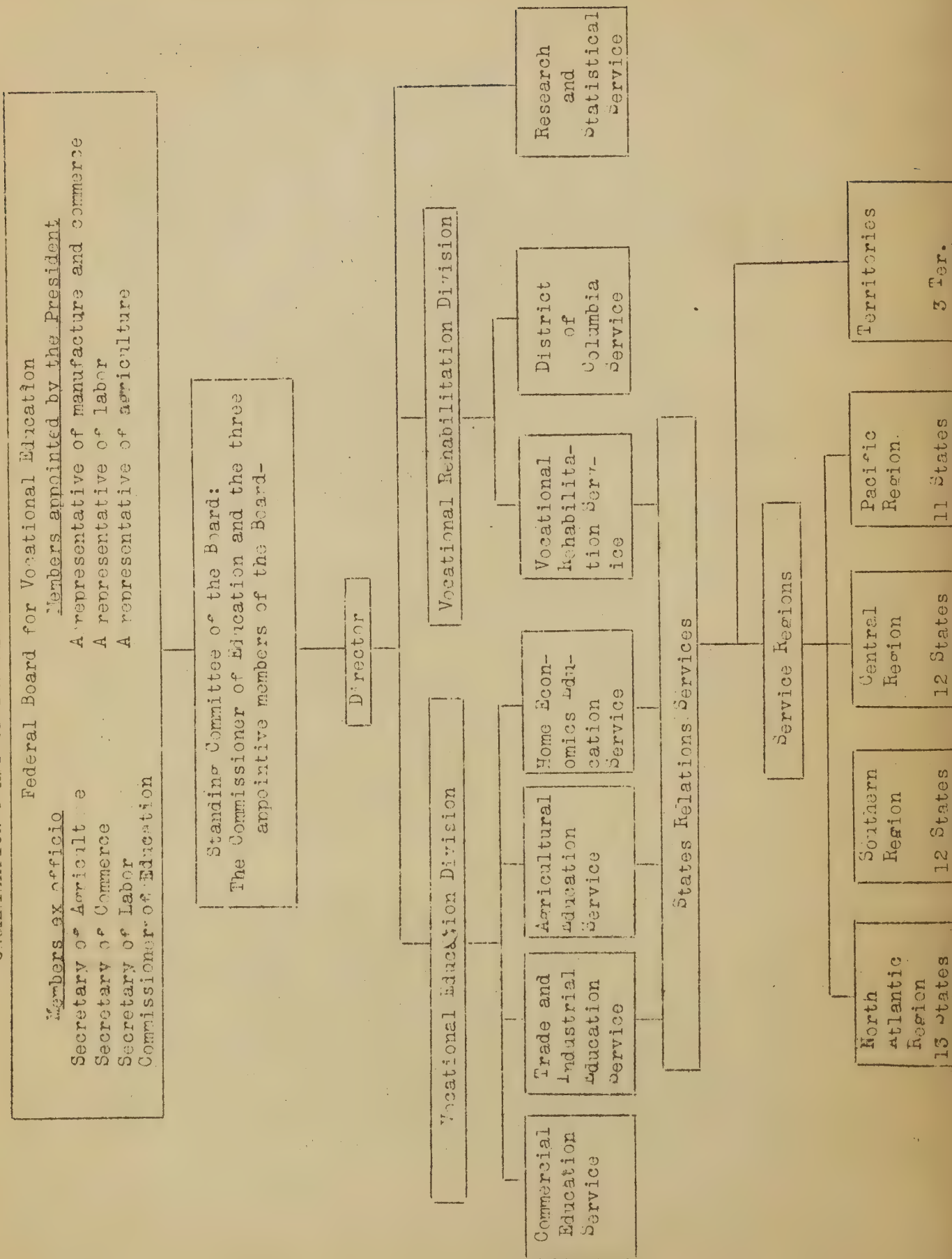
Although psychology can be applied by the psychological expert to certain human problems of management, yet most of these problems are so pressing and so personal that the executive must handle them at once and handle them himself. Moreover they are usually too subtle and intricate to be solved by any predetermined psychological rules. What the executive most requires of psychology, therefore, is aid in understanding the human aspects of his problems so that he may more effectively arrive at his own solutions. In an effort to render such aid, "Psychology for Executives" has been written by Elliott Dunlap Smith, and it is felt that this book is well worth reading by anyone functioning in a managerial capacity.

---PBA---

A book that has long been on the market, but which is ever of interest to an executive or an administrator, is Harrington Emerson's book entitled "Twelve Principles of Efficiency". Of these twelve principles we find that five are devoted to the relation between individuals, or specifically between employer and employee. Any industry or any establishment may be tested thereby and its inefficiency measured by the amount of its failure to conform to one or more of the twelve principles. The method of treatment is simple and logical, and the entire book is based on the fact that institutions for the attainment of efficiency are not men, materials or methods, but theories of organization and principles, and inefficiency prevails because the type of organization in general use does not lend itself to the application of efficiency principles.

---PBA---

ORGANIZATION CHART OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION



Functions Of the Federal Board For Vocational Education

By

Perry W. Feeves,

Member, Federal Board for Vocational Education.

The Federal Board for Vocational Education was created by the national vocational education (Smith-Hughes) act of February 17, 1917, which provides "for the promotion of vocational education." As interpreted by the act, vocational education is education or training of less than college grade for persons who have entered upon or are preparing to enter upon a gainful occupation in agriculture, in trade or industrial pursuits, or the occupation of home making.

Purpose of the Board

A further responsibility is imposed upon the Board also in the administration of the civilian vocational rehabilitation act, which provides for the rehabilitation of any civilian who is disabled as a result of accident, illness or congenital defects, training him for an occupation, and placing him in a job or a business of his own in which he may be self supporting.

The Federal Board for Vocational Education consists of the Secretary of Labor, the Secretary of Agriculture, the Secretary of Commerce, the United States Commissioner of Education, and three members appointed by the President, representing respectively manufacture and commerce, labor, and agriculture.

Under the national vocational education and vocational rehabilitation acts Congress appropriates each year some \$8,000,000, which is available for reimbursement of expenditures of State and local money for the salaries of vocational teachers, maintenance of teacher training, and salaries of directors and supervisors of vocational agriculture. Federal funds set up under the vocational acts are distributed to the States in proportion to their total urban, rural and farm populations under certain restrictions embodied in the Federal acts. Grants of Federal money for vocational education are conditional upon acceptance of the grants by the States, and upon matching the Federal money at least dollar for dollar expended, with State or local money expended for the same purpose. All expenditures must be made under a State plan of vocational education formulated in the States by State boards of vocational education in accordance with the provisions of the Federal statutes. Under similar provision, an additional \$1,000,000 is authorized to be appropriated by Congress, each year for a designated period of years, for the promotion of vocational rehabilitation.

Cooperative and financial arrangement with States

Three types of vocational schools have been established in this country under these State programs, namely, the day school for boys and girls who have chosen an occupation and desire training for it; the part-time school for persons who are employed but who can devote part of their working day to systematic instruction and training in their occu-

Types of vocational schools

pation; and the evening school for those who are employed and who desire to devote time outside of their regular working hours to training which will improve their efficiency and earning power.

The vocational education program has now been in operation about 14 years, and the benefits of the Smith-Hughes Act have been accepted by every State in the Union, by the Territory of Hawaii, and by Porto Rico.

All of the actual work of providing vocational education is carried on by the States either directly through State boards for vocational education or by the State board in cooperation with local cities and towns. Each State initiates and operates its own program. The Federal Board has no direct control. It operates no schools, hires no teachers, and is administratively responsible only for seeing that Federal funds are not diverted from the purpose defined in the Federal legislation. The practices followed in carrying on the vocational schools promoted under the Smith-Hughes Act are flexible, particularly those with regard to school headquarters. Vocational courses may be given, for instance, in school buildings, in industrial establishments, or in any other convenient place.

A specific sum is set aside, under the terms of the national vocational education act, for the use of the States in preparing teachers of agricultural, trade and industrial, and home economics subjects. Teacher training work is conducted either by a designated institution, frequently the State college or university, which prospective teachers must attend if they wish to secure this training; or in evening courses in teacher-training institutions so located that prospective teachers can follow their regular occupation during the day and secure teacher training in their leisure time.

Under the terms of both the vocational education act and the civilian vocational rehabilitation act, the Board is instructed to work in cooperation with the States. In discharging this responsibility the Board has consistently maintained a policy based upon recognition of the fact that each State has its own problems and must develop its own vocational system so as to deal with its special problems effectively. The Board has in its administrative work succeeded in establishing effective cooperative relations with the States, which have enabled it on the one hand to discharge its responsibilities to the Federal Government, and on the other to leave the States free to develop their own programs.

As already stated, the Federal Board for Vocational Education consists of seven members, three of whom are Cabinet officers, one the head of an important bureau, and three so-called "lay members" appointed by the President. The Board as a whole is organized with a chairman, a vice chairman, and a secretary.

Under the general direction of the Board, the actual work of administration, research and service is carried on by a technical staff. This staff consists of a director and six chiefs or services as follows:

Industrial education, home economics education, agricultural education, commercial education, vocational rehabilitation and a research and statistical service. In addition to these chiefs of services the Board employs an educational consultant, whose duty is to act in a consulting capacity with all the services in regard to the educational phases of their research and service, and an editor and research assistant attached to the statistical and research service with editorial and research responsibilities. Each service with the exception of the commercial education and research and statistical services employs a number of agents as follows: Trade and industrial, 8; home economics, 6; agricultural, 9; vocational rehabilitation, 5. Inasmuch as the Board is charged with the direct promotion of the vocational rehabilitation program in the District of Columbia, it has attached to its staff, also, a chief supervisor and a supervisor to handle this program.

The function of the agricultural education service of the Board is to aid State boards for vocational education in providing under public supervision and control an effective program of vocational teaching and teacher training in the field of agriculture. An agent of the agricultural service is assigned to each of the four regions into which the country has been divided. Additional staff members include a research specialist in agricultural education, a specialist in part-time and evening school education, a specialist in subject matter, and a specialist in teacher training work. The need for vocational education in agriculture among Negroes in this country, also, led to the appointment several years ago of an agent to work in this field. Both the agents and the specialists on the staff are available for service to the vocational agencies in the various States.

Each State board for vocational education has provided a supervisory staff for the promotion of a State program of vocational agricultural education. The agricultural education service of the Federal Board cooperates with these State staffs by placing information and experience at their disposal, assisting them in determining where improvement is needed and in bringing about this improvement.

Vocational education in agriculture is carried on in full time day schools which provide suitable training for those who expect to take up farming as a vocation. These all-day schools last year enrolled approximately 143,600 pupils. Evening and part-time agricultural schools provide training for those already engaged in farming, and last year such schools enrolled approximately 182,700 practical farmers. This work was carried on in more than 4,000 classes operated as a part of the secondary public school system.

During 1931 more than 180,000 boys studying agriculture in vocational departments of the schools operated field crop, livestock, horticultural, and other projects as a part of their agricultural courses.

As is implied in its name the function of the trade and industrial education service of the Board is to assist the State vocational education authorities in developing their programs of education and training for persons employed in the skilled trades and other industrial occupations, and for boys and girls still in school who wish to prepare themselves

Trade and Industrial Education Service

for profitable employment in industry. The evening and part-time schools serve those who are employed during the whole or part of the day, and the all-day school those who are preparing to enter some elected trade or industrial pursuit. As is true of other services, the responsibilities placed upon the trade and industrial service are discharged: (1) By ascertaining from time to time whether the States are using or are prepared to use the funds allotted to them under the national vocational education act for the specific purposes designated in that act; and (2) by lending every possible assistance to State and local authorities in extending the scope and improving the character of the work as well as the methods by which it is carried on.

In its trade and industrial service, which is carried on through the chief of the service, agents designated to the four regions into which the country has been divided, three special agents for different types of service, and one special agent for work among girls and women, the Board cooperates not only with the vocational education authorities but also with industrial concerns, trade associations and employees' unions in promoting training programs. Particular attention has been given by the Board to apprenticeship training courses in which those enrolled receive a combination of instruction and practical work, the latter being obtained in an actual job.

Last year the enrollment in vocational trade and industrial classes which, like the vocational agriculture classes, are conducted in connection with the secondary schools was for full-time day classes, approximately 519,300.

The promotion of education for home making pursuits is the primary function of the home economics education service. In the application of this function the service through its four regional agents and its two special agents, one for special groups and the other for research, keeps in constant touch with vocational schools, and cooperates with national bureaus and organizations for the promotion of home-making education. The home economics schools comprise all-day schools for girls, taking full-time courses; part-time schools for girls who are employed; and evening schools for adult women. In 1931 there were enrolled in the all-day schools more than 108,300; in the part-time schools, more than 42,700; and in the evening schools more than 134,400.

The work of the commercial education service differs from that of the other services of the Board inasmuch as no financial aid is specifically provided for allotment to the States for the promotion of commercial education. The major activity of the service has accordingly to do with research and general aid to the States, as provided in the vocational education act. Its service may be said to be of two kinds; First, research and consulting service to aid the States in improving their commercial courses; and, second, cooperation with the trade and industrial service in supervising classes for store and office workers. In this work it cooperates with retail stores, trade associations, and school authorities and answers calls for aid in reorganizing commercial courses, preparing State syllabi, setting up or revising teacher-training programs,

investigating opportunities for the establishment of new types of commercial courses, and holding conferences with State or local officials.

In general, the function of the vocational rehabilitation service of the Board is to cooperate with State boards of vocational education in rehabilitating disabled civilians and placing them in occupations in which they are self-supporting. Vocational rehabilitation differs from vocational education in that it must be accomplished by the case method. Each disabled person must be dealt with according to his needs, and persons can not therefore be rehabilitated as a group. As far as possible the physical rehabilitation of a disabled person is accomplished in cooperation with welfare and charity organizations, while the actual training of the individual is accomplished with the cooperation of vocational schools, industrial concerns, and business establishments. Services rendered disabled persons may include one or all of the following: Vocational guidance, school, employment, or other training; physical reconstruction; supplying of prosthetic appliances, maintenance; and placement in employment. The records of the Federal Board for Vocational Education show that 8,516 disabled persons were last year rendered fit for employment; 5,192 of whom were permanently placed in employment. This does not include 23,935 other disabled persons who were in process of rehabilitation during the year.

The activities of the rehabilitation service are carried on in cooperation with the States by a chief of service, four regional agents and a research agent. In addition, the rehabilitation activities for the District of Columbia, which is under the direct supervision of the Federal Board for Vocational Education, is in charge of a chief supervisor and supervisor.

The function of the Research and Statistical Service of the Federal Board for Vocational Education is to cooperate with the Board's other services in the planning out and conduct of research in the several fields of the Board's activities, and to undertake general research not designated to any one of these fields. This service is charged also with the general examination and accounting of expenditure of Federal funds, and with compiling data from State reports for the Board's annual report to Congress. It prepares statements covering the Board's work, and edits the Board's publications.

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THE EDUCATED MAN

An educated man cultivates the open mind, never laughs at new ideas, knows the secret of getting along with other people; cultivates the habit of success; knows as a man thinketh, so is he; knows popular notions are always wrong; always listens to the man who knows; links himself with a great cause; builds an ambition picture to fit his abilities; keeps busy at his highest natural level; knows it is never too late to learn; never loses faith in the man he might have been; achieves the masteries that make him a world citizen.

---William H. Danforth.

RECENT COMPTROLLER'S DECISIONS

From the beginning of the Government it has been the practice of various Federal branches to procure articles or equipment from other Federal branches in which they were manufactured or produced, and it has in all probability rarely entered the minds of administrative officers that these exchanges between Government agencies were within the scope of the requirements of Sec. 3709 R. S. that all purchases by the Government be made after advertising and the securing of competitive bids. Very recently, however, a new doctrine has been announced, or at least if there have been prior intimations in the decisions of the Comptroller General the ruling seems at no former time to have been so clearly and emphatically stated. The State Department had an appropriation for the purchase of a launch for use at a foreign embassy. They sought from the Comptroller General advice whether in lieu of purchasing the vessel they might contract for its construction at a Government Navy Yard, their doubt apparently being whether the term "Purchase" in the appropriation permitted such a procedure. As to this the Comptroller General saw no objection. He follows, however, with this notable statement: "But here again the law requires the procurement of the boat to be through competitive bidding, Sec. 3709, Revised Statutes, specifically requiring purchases to be made by advertising for proposals respecting the same where the public exigency does not require immediate delivery. You would not be authorized to purchase or have the launch constructed otherwise than through bids obtained in compliance with the provisions of Sec. 3709 * * * and award made to the law responsible bidder accordingly."

This decision, which where interdepartmental procurements are concerned, relegates Government agencies to the position of a competitive bidder upon the same footing with private persons, companies, or corporations submitting proposals, deserves the careful consideration of purchasing and administrative officers.

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There are probably few bureau accounting officers in the Department of whom the question has not been at some time asked whether a Department employee using his personally owned car on the mileage basis must reduce his claim for mileage in the event he carries a passenger or passengers in his car, as is required by the Standardized Government Travel Regulations in the case of automobile travel on the actual expense basis, and also in connection with berths in pullman, rooms at hotel, etc., shared by others. The answer has ordinarily been that the regulations do not call for such reduction where the mileage basis is used, and that the Comptroller General seems not to have laid down any requirement to that effect. This, however, was not completely reassuring, and many Department employees who have carried passengers on their official trips have done so with distinct misgivings. In the future, however, these doubts may be discarded. By A-39963 of December 29, a decision to the Secretary of Labor, the Comptroller distinctly states that there need be no reduction of automobile mileage proportionate to the number of passengers carried unless the Department in authorizing the mileage distinctly so stipulates.
